

**PLANNING AND DEVELOPMENT SERVICES REPORT**  
**ZONING MAP AMENDMENT**

**PUBLIC HEARING**  
**PZ-15-00139**

**DATE:** **February 19, 2016**  
**MEETING DATE:** **February 24, 2016**  
**REPORT BY:** **Jennifer Mikelson**

**REQUEST:**

A Zoning Map amendment request from the City of Flagstaff Parks and Recreation Department, on behalf of the property owner, City of Flagstaff, to rezone approximately 26.03 acres within Section 10, Township 21 North, Range 7 East from the Single Family Residential (R1) and Public Facility (PF) zones to the Public Open Space (POS) zone with the Rural Floodplain designation.

**STAFF RECOMMENDATION:**

Staff recommends the Planning and Zoning Commission forward the Zoning Map amendment to the City Council with a recommendation for approval with a condition.

**PRESENT LAND USE:**

The site is currently undeveloped and is adjacent to the existing City-operated Buffalo Park. A private drive divides the parcel in two. A water transmission line exists on the property, under the floodway.

**PROPOSED LAND USE:**

Future development may consist of low-impact trails, interpretive facilities, and the most basic visitor amenities like parking and restrooms. The ability to maintain and expand future utility infrastructure across the parcel will be continued.

**NEIGHBORHOOD DEVELOPMENT:**

North: Vacant parcels and single family residences; Agricultural Residential (AR) zone, 1 acre minimum (County)  
East: City-operated Buffalo Park; Public Open Space (POS) zone  
South: Single family residences; Single Family Residential (R1) zone  
West: Vacant parcels and single-family residence; Agricultural Residential (AR) zone, 1 acre minimum (County)

**REQUIRED FINDINGS:**

**STAFF REVIEW.** An application for a Zoning Map amendment shall be submitted to the Planning Director, shall be reviewed and a recommendation prepared. The Planning Director's recommendation shall be transmitted to the Planning Commission in the form of a staff report prior to a scheduled public hearing. The recommendation shall set forth whether the Zoning Map amendment should be granted, granted with conditions to mitigate anticipated impacts caused by the proposed development, or denied; and shall include an evaluation of the consistency and conformance of the proposed amendment with the goals of the General Plan and any applicable specific plans; and a recommendation on the amendment based on the standards of the zones set forth in Section 10-40.20 "Establishment of Zones" of the Zoning Code (Page 40.20-1).

**FINDINGS FOR REVIEWING PROPOSED AMENDMENTS.** All proposed amendments shall be evaluated as to whether the application is consistent with and conforms to the goals of the General Plan and any applicable specific plans;

and the proposed amendment will not be detrimental to the public interest, health, safety, convenience, or welfare of the City of Flagstaff (the “City”) and will add to the public good as described in the General Plan; and the affected site is physically suitable in terms of design, location, shape, size, operating characteristics, and the provision of public and emergency vehicle access, public services, and utilities to ensure that the requested zone designation and the proposed or anticipated uses and/or development will not endanger, jeopardize, or otherwise constitute a hazard to the property or improvements in the vicinity in which the property is located. If the application is not consistent with the General Plan and any other applicable specific plan, the applicable plan must be amended in compliance with the procedures established in Chapter 11-10 of the City Code (Title 11: General Plans and Subdivisions) prior to considering the proposed amendment.

## **STAFF REVIEW:**

### **Introduction/Background**

The Applicant, the City of Flagstaff’s Recreation Department, on behalf of the property owner, the City of Flagstaff, is requesting a Zoning Map amendment to rezone approximately 26.03 acres to the Public Open Space (POS) zone with the Rural Floodplain designation. A Public Open Space (POS) designation would allow the expansion of an existing city park with passive recreational uses. The Rural Floodplain designation would exist along with the proposed Public Open Space (POS) zone, and prohibits certain development within the identified floodway and floodplain. Attached to this report is a map of the FEMA-recognized floodway and floodplain across the parcel, with the existing water transmission lines shown in the floodway. In addition, the Resource Protection Overlay (RPO) zone currently applies to this parcel, and will be carried over with this rezoning application.

The primary purpose of this rezoning is to enact a prior dedication as stated in City of Flagstaff Ordinance No. 2014-23. The dedication states: “The portion of real property owned by the City of Flagstaff...is hereby set aside, preserved, and dedicated to the public for passive park purposes to be included in the immediately adjacent Buffalo Park.” The rezoning of the property “to the zoning best reflective of the dedication of the property as a public park” was identified as a secondary enactment of the Ordinance.

### **Proposed Development Concept Plans**

Future development may consist of low-impact trails, interpretive facilities, and the most basic visitor amenities such as a parking area and restrooms.

### **General Plan – Flagstaff Regional Plan 2030**

The proposed zoning map amendment meets several policies of the Flagstaff Regional Plan 2030 (FRP30). Specifically, the plan calls for the preservation of natural areas and increased public recreational amenities. The following FRP30 goals are relevant to this application:

**Goal OS.1.** The region has a system of open lands, such as undeveloped natural areas, wildlife corridors and habitat areas, trails, access to public lands, and greenways to support the natural environment that sustains our quality of life, cultural heritage, and ecosystem health.

**Goal WR.5.** Manage watersheds and stormwater to address flooding concerns, water quality, environmental protections, and rainwater harvesting.

**Goal REC.1.** Maintain and grow the region's healthy system of convenient and accessible parks, recreation facilities, and trails.

The application of the Public Open Space (POS) zone and Rural Floodplain designation implements all of the above noted goals of the FRP30. A Public Open Space (POS) zoning designations prevents physical development of a natural area and protects passive recreation opportunities within city limits by augmenting the adjacent Buffalo Park property. The Rural Floodplain designation adds a further level of protection to the property and supports the City of Flagstaff's Community Rating System (CRS) ranking, which helps lower the flood insurance rates for everyone in the city.

### **Zoning – City of Flagstaff Zoning Code**

The intent of the Public Open Space (POS) zone is to allow for the protection of resources in a designated undeveloped area and passive recreation. The "passive recreation" use is very limited and permits low impact trails and bathroom and parking facilities at trailheads. The Rural Floodplain designation is applied to natural undisturbed open spaces defined as areas of delineated 100-year floodplain that cannot be disturbed or developed except for roadways and utility crossings.

### **PUBLIC SYSTEMS IMPACT ANALYSIS:**

#### **Traffic and Access**

No analysis was required.

#### **Water and Wastewater**

A water and sewer analysis was not required as part of this request, however, the Utilities Division requested a condition of approval allowing for existing and future utility infrastructure.

#### **Stormwater**

No stormwater improvements have been required.

#### **Parks and Recreation**

This zoning map amendment would enlarge the City's adjacent Buffalo Park property.

### **OTHER REQUIREMENTS:**

**Resources:** The subject property is also located within the Resource Protection Overlay zone as defined by Section 10-50.90.020.A of the Zoning Code (Page 50.90-2). This application does not anticipate any physical modifications to the existing site. No impact to resources is anticipated.

**Citizen Participation:** All property owners within 600-feet of this site were notified via mail of the zoning map amendment and asked to attend the October 19, 2015 Parks and Recreation Commission meeting. Additionally, a notice was run in the Daily Sun, which discussed the zoning map amendment and identified the Parks and Recreation Commission meeting as a venue for discussion. The Commission did not meet quorum for their advertised meeting, but a public meeting for the rezoning was still held with the applicant and other city staff present. One member of the public attended the meeting to receive clarification on the Zoning Map amendment for this property.

## **DISCUSSION**

The application of the Public Open Space (POS) zone to the subject property removes the possibility of any future residential development or other significant impacts to the site. Zoned Public Open Space (POS), the property will serve as easily accessible public amenity for the surrounding neighborhood and County properties.

## **RECOMMENDATION**

Staff believes that the proposed Zoning Map amendment has been justified and would recommend in favor of amending the Zoning Map for 26.03 acres to the Public Open Space (POS) zone from the Single Family Residential (R1) zone, with the following condition:

1. The City of Flagstaff maintains the right to access the subject property to locate, operate, repair, replace, alter, and maintain any and all underground pipelines and utility services infrastructure of all types within the subject property. This shall include but not be limited to water transmission and distribution lines. The City of Flagstaff also maintains the right to remove, alter, or maintain any vegetation, improvements, or obstructions within 15 feet of either side of any pipelines or utility services infrastructure on the subject property.

## **ATTACHMENTS**

- Zoning Map Amendment Application
- Current City of Flagstaff Zoning Map
- Floodway/Floodplain Map
- Public Hearing Legal Advertisements